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Criteria and guidelines are suggested for evaluating the adequacy and effectiveness of inservice training programs for use in administrative review of staff development in state and local departments of public welfare. Inservice education is treated as an essential, integral, and continuous part of agency administration. The content of orientation and training is touched upon, together with administrative and learning factors in the choice of training methods. Structural factors, types of change and learning, criteria from curriculum planning theory are also discussed. An excerpted passage on personality development in infants is used as part of an example in testing the effectiveness of inservice training. The document includes 34 references and a bibliography. (ly)

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Criteria and Guidelines for the Evaluation of In-Service Training

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Introduction

A. The Charge

The purpose of this statement is to develop criteria and guidelines for the evaluation of the adequacy and effectiveness of in-service training programs for use in administrative review of Staff Development in State and local departments of Public Welfare.

The criteria and guidelines will be developed with particular reference to the training programs for administrators, supervisors, social workers, and social work technicians in the provision and administration of social services in Public Welfare. It is anticipated that the theoretical framework implicit in these criteria may be formulated explicitly so as to be applicable to the evaluation of in-service training in regard to other types of personnel and services in Public Welfare.

B. General Approach to the Charge

Logically, effectiveness of in-service training follows upon the adequacy of the program. One does not anticipate that an in-service training program can be effective unless it is first considered to be adequate. An adequate training program implies certain appropriate conditions in the administrative structure and policy of the agency and in the method and content of the training program per se. Within these conditions, a training program is effective to the degree it achieves its objectives.

A model of the appropriate conditions regarding the agency and the training program will be outlined. The model is constructed from standards set by authorities in the field. Against this model, the adequacy of an individual agency's in-service training program may be screened. The effectiveness of the training may then be measured.

C. Definitions

Staff Development is a process which affects every aspect of the agency's work. It "covers all educational and in-service programs which help the person to learn to do a better job in providing service to people." (1) It "has the purpose of training staff so that practice is improved, the policies and program of the agency are carried out more effectively and its clients are better served." (2) A comprehensive staff development program includes pre-service education and training, (3) orientation, and on-going in-service training, administrative staff meetings, agency seminars, provision of educational leaves and scholarships and use of the agency library.

In-service training is one aspect of Staff Development. It is an organized system of training, provided by the agency, that begins with orientation and continues throughout the duration of employment for all classifications of staff in all parts of the program. The focus and content of in-service training are related to the functions that the various classifications and levels of staff are to perform.

Orientation, the first phase of in-service training, prepares the trainee for minimum beginning performance on the task for which he was employed or to which he has now been promoted or transferred. It prepares him to carry his responsibilities according to the agency's minimum expectations related to attitudes, knowledge, and skill for the beginner at his level. This phase of in-service training is directly tied to the probation period in the agency.

Induction, the beginning part of the orientation phase, introduces the trainee to his place in the agency. The introduction to his function in the agency follows as the major emphasis of the orientation period.

D. Theoretical Framework

This statement on in-service training is derived from several theoretical frames of reference: 1. Various theories of administration and organization; 2. Learning theory, as defined by Jerome S. Bruner; 3. Curriculum-planning theory, as defined by Ralph W. Tyler.

E. Basic Assumptions

Implicit in this statement are the following assumptions.

1. Since an agency in-service training program is based on the individual staff member's underlying humanitarian conviction in his approach to his job, it is assumed that the agency's objectives and program are consistent with social work values and with such an approach.

2. In-service training is intended to be training in knowledge and skill, with attendant learning of appropriate attitudes, directed to the individual's ability to carry out agency objectives in his particular job. It is not professional education, in that its aim is not to provide a generic, theoretical base for the individual's practice in any setting. Although some of the knowledge and skill provided for in this training may be the same as in professional education, the aim of in-service training is to provide a job-related base for independent practice within the particular agency structure.

3. There may be more than one level of social work practitioner in the agency: the technician, the social worker, or the professionally trained graduate social worker. The functions for each level are clearly defined so that each individual knows what is expected of him in his job.

4. The agency's selection of all their personnel, including trainees, trainers, and supervisors (their education, experience, personality), is decisive for all the conditions related to in-service training programs [4] as well as for the evaluation of the programs.

5. An individual agency can be responsible only for the kind of services it is adequately staffed and financed to provide. For example, a graduate social worker may not be available to serve directly those clients in need of marshaling their inner resources to overcome internal and external obstacles or injurious behavior so that they may achieve personal and social adjustment. [5] The available agency social worker, upon recognition of the need for such service, will refer those clients for these services where community facilities permit. If no appropriate facilities are available in the community, the available agency social worker will be responsible for offering only those generalized services which are within his competence to perform. [6] His in-service training and his consultation with his superior will supply

him with the appropriate knowledge base to recognize the case situations in which his active intervention should be avoided.

6. For each level of personnel providing and administering social services, clerical tasks have been appropriately identified and reallocated.

7. The agency supports its in-service training by providing adequate facilities conducive to learning. Adequate library facilities and time for individual reading and study are provided during in-service training.

F. Areas for Consideration

This statement will cover criteria and guidelines, where possible, for the evaluation of both the adequacy and the effectiveness of in-service training programs. The area of adequacy will be considered first, and will be comprised of its three aspects: the agency's administrative structure and policy, which form the framework for the training; the content of the training; and the method of the training. It is understood that these three aspects are inextricably interwoven and are presented here as separate entities only for the sake of clarity. The area of effectiveness will be considered as the last item.

Criteria and Guidelines Related to the Adequacy of In-service Training

A. The Agency's Administrative Structure and Policy

It is understood that the agency's program and goals ultimately dictate the nature of the agency's practice and consequently the nature of the in-service training for that practice. (7) When the agency's program and goals support social work values, the agency's administrative structure and policy both permit and facilitate not only the training itself but also the implementation of the training objectives and learnings. If the agency's structure and policy is not entirely supportive of social work values, a greater burden is placed on the training personnel. As trainers, there is greater responsibility for them to imprint their professional values on the agency program and policy. With the trainees, they will need to recognize the negative aspects of the program, but they will also need to interpret both the reality of the situation and the positive aspects of the program.

In-service training as a function of Staff Development is therefore inseparably related to the agency's administrative structure and policy.

1. In-service training is an essential component of administration.

The agency is assured that its personnel has the requisite attitudes and the requisite knowledge and skill for their jobs in the agency only when the agency itself provides the opportunity for the development of these job-related requirements.

2. In-service training is an integral part of the administration of the agency for several reasons.

The goals, content, and methods of training are necessarily determined by the continually developing and shifting agency goals and program. In addition, training holds implications for organizational change. Frequently, the need for organizational change is identified during in-service training by the trainers themselves and brought to the attention of program administrators. Frequently, organizational change is identified as a result of the training through the trainee's increased knowledge and skill and appropriate attitudes toward the client. The trainee reflects these changes in a new perception of his job which in turn may call for structural and policy changes within the agency.

To implement the integral relationship between in-service training and administration, there is a constant flow of intelligence between them. This is made effective by locating the position of Director of Staff Development among the policy-making staff positions of the agency. (8)

The Director of Staff Development needs to be an active participant in policy development affecting:

a. service program;

b. personnel administration in relation to recruitment, selection, and deployment of personnel; and in relation to factors affecting retention of personnel, including salaries, working conditions, autonomy, and responsibility in relation to function, and the career development program;

c. research, particularly operational and evaluative research;

d. management and administration in areas affecting utilization of personnel. (9)

Directors of program, personnel, research, and management need to be involved in the development, operation, and evaluation of the in-service training program to keep the goals and content of staff development related to changing conditions and functions in the agency.

The trainers, whether located centrally or in districts, are under the direction of the Director of Staff Development, in relation to their work in training the various classifications of staff within the total agency program of in-service training. In small or mainly rural counties, if the staff is not large enough to require a full-time staff development person, the

trainer should be shared with other counties. In any event, he should be assigned full-time to the staff development function rather than combining the staff development assignment in one county along with other duties.

When experts from outside the agency or from within the agency are called upon to participate in some of the instruction, these sessions are conducted under the direction and observation of the trainer. It is he who carries responsibility for integrating the particular content of these sessions in the general sequential development of the total in-service training program.

3. In-service training is a continuous element in the administration of the agency.

It is not imposed as an additional structure upon the already existing one. It merges itself with the bureaucratic process, not interrupting the process but using its strengths. (10) Thus, it permeates the entire agency.

The element of continuity of in-service training implies that all classifications and levels of staff receive an appropriate form, amount, and duration of training. These aspects of the training are clearly designated and uniform throughout the agency for each classification and level of staff.

The form, amount, and duration of training, both orientation and on-going, are determined by the following factors:

a. the nature of the job and the demands it makes upon the staff member;

b. the previous education and experience and the degree to which these can be assumed to have provided the necessary knowledge and skill;

c. other educational opportunities available in the community through which to secure the training by means of educational leave, either part-time or full-time. (11)

The element of continuity in in-service training also implies an evolving, progressive process. Progression of training is built into the very concept of the structure of the training itself. Planning in an over-all way for both induction and on-going training considers both a continuity and a progression in learning. On-going training itself also implies progression, not only when the offerings to staff are deepened and strengthened, but when new demands on staff are anticipated as the functions of the agency develop and change.

The phasing of in-service training also builds into the existing bureaucratic structure and carries with it an on-going, progressive momentum. The cycle of the phases of in-service training are planning, operation, and evaluation. The evaluation phase leads again into further and possibly different planning and so on in a never-ending cycle leading to more and more improved performance of staff and better and better service to clients.

B. The Content of In-service Training

1. The Nature of the Content.

The content of in-service training consists of two types of learning: the primary or cognitive learnings and the attendant learnings. [12] The primary learnings include the tangible units of the knowledge and the skills which are necessary to the provision and administration of the social services. These learnings may differ with the differing classifications and levels of staff but they can be taught directly. The means for this direct teaching may be didactically in groups, in the one-to-one conference, by study of the literature, or by the trainee's own analysis in written assignments.

The attendant learnings consist of values and attitudes which cannot be taught directly. However, without them, the primary learnings cannot be appropriately operationalized and thus remain sterile. Although the attendant learnings are intangible, they are reflected everywhere in the agency; for example, in the administrative structure and all aspects of policy, and in the approach and method of the trainers and the supervisors. In a sense, also, the attendant learnings can be thought of as general goals of the whole in-service training program:

a. An underlying humanitarian conviction. This represents an acceptance of the intrinsic importance and value of all people, regardless of their past failure or present difficulty. In consequence, people are treated with dignity and respect at all times. It is understood that this humanitarian conviction is a reflection of basic philosophical values embodied in our political and religious heritage and made explicit in major social welfare legislation. It is not the creation of the professional social work community nor is it its exclusive prerogative.

b. A problem-solving orientation. This represents a conviction that the problems in social dysfunctioning found in

the Public Welfare caseloads are neither desirable nor necessary. The job of those providing and administering services is to identify and deal constructively with these problems to the fullest extent that the case circumstances and the competence of staff members allow.

c. A sense of community accountability. This represents a clear awareness that Public Welfare is the agent of the community's concern for people in trouble and of the preservation of societal values. Consequently the agency is at all times accountable to the community for the results of its case operations.

d. A sense of collaborative purpose. This represents an acceptance that Public Welfare is one component of a community-wide health and welfare service network that has common objectives and interests. Working relationships with other agencies in the network are therefore active and cooperative rather than passive or competitive. (13)

2. Criteria and Guidelines Related to the Content in General.

It is understood that the attendant learnings—essential values and attitudes—are content requirements for all classifications and levels of staff providing and administering Public Welfare services. In addition, there is a core of primary learnings—requisite knowledge concerning the agency—which is the same for all staff members regardless of their particular function in providing and administering these services. In general, however, the primary learning content is more specific to the particular classification or level of staff.

The following criteria and guidelines refer mainly but not exclusively to primary learning content. They are relevant for both induction and on-going in-service training.

a. The content of in-service training should be derived from the program objectives of the agency which may include various services. Training in all these services should be adapted to the individual state or county laws regulating procedures.

b. The content should be derived also from agency practice and from the particular job demands in the particular agency.

c. The content of training is closely tied to the objectives of training. Both are operationalized by describing the agency's expectations for the performance of the staff member

at the particular classification or level at the end of the particular phase of training or unit of learning. The objectives of training describe what the learner will be doing when demonstrating his achievements, the conditions under which this will occur, and the criteria of acceptable performance. The content of training sets forth the learnings the staff member must master in order to achieve the agency's expectations for his performance. (14)

d. The areas of content in training for a particular job should include only those needed to carry out the functions of the job, including whatever services are required. The areas of content should be sufficient to maintain the level of competence necessary for the job.

e. The content should be continuously revised to accommodate for new knowledge and skills developed out of research and practice; new legislation affecting the function of the agency which creates new responsibilities for staff; changing needs of clients and community and changing community resources which meet these needs; new procedures evolving out of change of program emphasis, or a new program, or automation; and for the need to deepen the staff member's knowledge and skills.

f. The content should be related to the needs of both the individual trainee and the group of trainees at their classification or level at a particular time in a particular phase of training in a particular agency. It is specific to the individual's assignment, that is, to the nature of the job and the demands it makes on the trainee at the time.

3. Criteria and Guidelines for Content Related to Orientation.

Content for orientation training should relate closely to the meaning of this phase of in-service training. It should be selected and timed in consonance with the definition of orientation training—the preparation of the trainee for minimum beginning performance in his new job. The selection and timing of this content should be made with close reference to the agency's minimum expectations for the attitudes, knowledge, and skill in the beginner at his particular classification or level.

During the orientation phase the trainee should be provided with three types of content.

a. As much knowledge of the agency as the trainee needs for his particular job. This knowledge includes the philos-

ophy, function, structure, and place of the agency in the larger governmental structure and in the community of which it is a part. This content is adapted appropriately in relation to the degree of responsibility that the trainee carries for interpreting and representing the agency in the community. It is part of the induction training for all new employees. It is also given to staff members being prepared for new assignments within the agency, which require increased responsibility and hence a deeper and broader knowledge and understanding of this content.

b. The place of the particular new job in the agency function and structure.

c. The specific knowledge and skill needed for performing the task for which the trainee will be given beginning responsibility.

C. The Method of In-service Training

1. The Nature of the Method.

The method for teaching requisite content within adequate administrative structure and policy derives both from the agency structure, policy, and goals and from learning and curriculum-planning theory. Although the model for this method is practical rather than theoretical, its chief aim is to affect the attitudes and behavior of the trainee so that service to the client may be improved. The use of appropriate educational techniques provides greater chance for changes in trainee behavior and attitudes. Consequently, even though the aim of the in-service training program is not educational in the academic sense, the techniques used should be. (15)

The over-all methodological plan for both orientation and on-going training is the dovetailing of central training, consisting mainly of primary learnings, with supervised practice. Such dovetailing should continue in appropriate proportions over sufficient time for integration of the learning required for the particular classification and level of trainee in his particular phase of training. In both central training and supervised practice, the individual and the group methods are used. However, the agency's over-all planning should remain flexible enough to incorporate new methods and techniques as the field develops them.

Within these general notions concerning the nature of the method of in-service training, consideration will be given to

criteria and guidelines as they are derived from several sources. The first consists of administrative factors, such as the structure of the agency or of the training itself, and the second, factors in trainee learning. It is understood that although these two categories are presented separately for the sake of clarity, in reality there is certain overlapping.

2. Criteria and Guidelines Related to Method Derived from Administrative Factors.

In-service training was considered above as a continuous element in the administration of the agency. The following criteria and guidelines, concerned with the method of in-service training as derived from administrative factors in the agency, confirm the existing bureaucratic structure. The strengths and the broad outlines of the agency structure are utilized and further supported by the method of in-service training.

a. The timing and the duration of both orientation and on-going training are related to the agency's over-all system of evaluating staff members. The duration of orientation training is closely related to the probation period, during which time an educational diagnosis is developed for the individual staff member. The phases of on-going training are closely related to the agency's on-going evaluation system and expectations for achievements in each phase.

b. The plans for on-going training are closely related to the agency's promotional system. Plans include not only orientation for staff members newly promoted to a classification but on-going and deepening training for those newly promoted to higher levels within a classification.

c. All staff members receive some form of training and supervised practice appropriate to their classification and level. This comprehensive approach assures the agency that all its personnel have the requisite attitudes, knowledge, and skill for their jobs in the agency and that its policies and program will be carried out more effectively with better service to clients.

d. The form of the training may differ according to the level of the staff member. The degree of bureaucratic entrenchment often must be considered in a realistic approach to training. (16) Staff members with the greatest seniority may be Directors of Social Service or Program Directors and Administrators. These levels are involved on a continuing

basis in the planning for and evaluation of the training of lower levels. Their involvement in such activities may result in their greater investment in the in-service training program. In addition, special sessions may be arranged for them with leaders from outside the agency. The subjects for these sessions are identified by both the Directors of Social Service or Program Directors and Administrators themselves or the high level trainers. The latter have identified the needs of this group through their close working relationship with them concerning the program of the agency. Often these sessions may relate to the carrying out of new programs through which other necessary content may be taught.

Greater emphasis on in-service training per se is possible for supervisors and lower levels.

e. Direct training of each classification and level insures stronger and more uniform quality of training than does "ladder" training. If only the personnel at the top levels receive direct training and, in turn, levels successively train each other, diluted quality of training is bound to occur. Consequently, training should be provided for all levels concurrently.

Supervisors represent a crucial level for direct training even though their workers are also receiving direct in-service training. There should be provision for exchange between the trainer and the supervisor on behalf of the trainee.

f. Rational grouping of staff for training purposes reflects their relationship to the agency, as well as their previous education and experience. The following is a suggested pattern within which there might be further sectioning depending on the size of the group:

(1) Agency trained workers:
new to the agency
incumbent

(2) Professionally trained workers:
new to the agency
returning as newly trained
incumbent

(3) Supervisors:
new to supervision but experienced in the agency
new to the agency but experienced in supervision
incumbent
training supervisors (those working closely with the trainers and offering supervised practice to trainees).

An exception to this pattern may occur for the group of Directors of Social Service or Program Directors and Administrators because the size of this group is usually too small to allow for sub-division.

g. All training personnel participate in the development of training plans. In State supervised programs, it is particularly necessary that local trainers be involved in the development of the Statewide plan if they will be called upon to carry it out in the local agencies. Similarly, local program staff should participate in the development of training plans in State supervised programs.

h. During the periods of in-service training, supervised practice, regardless of the classification or level of the staff member, regular job responsibilities and units of learning are coordinated so that complementary tasks can be carried out.

3. Criteria and Guidelines Related to Method Derived from Learning Factors.

The criteria and guidelines related to the method of in-service training derive mainly from learning theory and curriculum-planning theory. These elements of method will be presented in three parts: those elements concerned with (a) the objectives of in-service training, (b) the sequence and continuity of content and learnings, and (c) the integration of content and learning.

a. THE OBJECTIVES OF AN IN-SERVICE TRAINING CURRICULUM

Even though the end goal of in-service training is better service to the client, an intermediate goal of significance in consideration of the training per se is the independent functioning of the trainee within the agency's structure. (17) To achieve this objective, an essential starting point is the acceptance of the concept of the trainee's independent functioning within the agency structure by all concerned with the planning and implementation of the training including both trainee and trainer.

Another intermediate goal of training, related closely to learning factors, is the reward in satisfaction which comes to both trainee and trainer with the mastery of learning. (18) To implement such rewards the trainer helps the trainee to recognize the cumulative power of learning. For example, the trainer points out the trainee's improved practice or under-

standing and how these improvements stem from earlier mastery of knowledge or skill.

Although all trainers and supervisors of trainees hope for readiness for learning in their trainees, in reality one cannot assume it or even wait for it to develop in time. [19] To insure readiness for learning and consequent growth during the training period, an immediate objective for trainers and supervisors is actively to encourage acceptance of an interest in the job to be done. They should provide opportunities for the nurture of readiness through the techniques of education. For example, they should structure learning experiences in which the trainee will be successful; they should provide him with freedom to make mistakes and continuously provide him with support. Throughout this process, they help the trainee develop his capacity to think for himself and to reflect on the meaning of his experiences with his clients.

The general objectives of in-service training for each classification and level of staff member have been reduced to individual units of learning. In their implementation, trainers and supervisors assume a pragmatic approach, which is tied to job-relatedness, and anticipate limited courses of action as a result. They should use concrete learning experiences and opportunities, especially for agency-trained workers and supervisors. These may include role playing or apprentice-like observation of an interview with recording of the trainee's observation of it, followed by discussion.

The trainer should generalize from these concrete experiences, and if necessary or indicated, relate them to theory. In any event, the content taught should constantly remain related to the particular job for which the training is offered. Still in keeping with the techniques of education, the trainer in central training should use an open-course plan with flexible objectives so that questions not only can be entertained but also can be encouraged. Wherever it is possible, trainers should continuously keep content in classes integrated with content in supervised practice. Success in achieving this objective may be advanced by involving the supervisors of trainees in some kind of participation, whether it be in the planning of content, or in the evaluating of both content and method, or in the actual teaching of some central training classes.

An immediate objective, especially in central training classes, is that the learner should understand what it is he is to learn. [20] He should be presented with an overview of the course. Each course outline should be so structured as to produce the most fundamental understanding that can be

achieved of its underlying principles. This kind of organization and simplification applies not only to the objectives of the course, but to the laws underlying it and the content necessary to be included.

b. SEQUENCE AND CONTINUITY OF THE CURRICULUM

The principles of sequence and continuity are essential in the development of the in-service training curriculum, both in central training and in supervised practice for each classification and level of trainee. (21) The trainer and the supervisor recognize that learnings which are consistent, coherent, integrated, and sequential reinforce each other throughout the curriculum. Therefore, they present content within a cohesive, coherent framework of problem-solving. They present content in appropriate sequence at suitably spaced intervals. This assures sufficient continuity and allows time for consolidation and integration of each unit of learning before building on it for more intensive learning experiences. The trainer and the supervisor should develop the content into syllabi that show the organization of sequence and substance.

In order to implement sequence and continuity, the trainer and the supervisor should begin where the trainee is. They should translate whatever concept they intend to impart into everyday language. The trainer and the supervisor should focus on the knowledge and skill which the trainee brings. They build slowly to the level commensurate with the tasks to be accomplished. They select for first presentation those concepts which must be first absorbed by the trainee. To make the sequence and continuity more clear to the trainee, they use problems presented in his daily practice and content readily available from his own experiences. They also use drill and repetition.

c. INTEGRATION OF LEARNING

The greatest integration of learning concerned with giving service to people is thought to take place in supervised practice. Generally speaking, the process of integration is achieved mainly by the trainee himself as he brings together his understandings from central training, readings, supervised practice, as well as from his life experiences. However, both the trainer in central classes as well as the supervisor at whatever level can assist the trainee in integrating his learning by generalizing for the transfer of learning. They should move where possible from the particular materials discussed

to a more general application of the concept. Also, both should allow sufficient time for questions and discussion of material which which may also foster integration of learning.

One of the main ingredients in helping the trainee to integrate his various learnings is sufficient time. (22) However, the time factor varies with the individual trainee and depends largely on his intelligence, motivation, and ability to generalize. The trainer and supervisor should reach a decision concerning the amount of time which is sufficient for the average trainee to achieve the objectives which have been considered as reasonable. It should be anticipated that educable trainees may well have blockings in certain areas which can be handled in the process of integration of learnings. The consideration of sufficient time will also include time to deal with these learning blocks.

Integration of learning may also be assisted in the group learning process as well as in the one-to-one conference. The individual trainee's ability for integration of learning, however, is an important factor in his educational diagnosis. This, in turn, is under continuous scrutiny as the individual trainee moves forward from his induction training into the various phases of his on-going training. The trainee's educational diagnosis becomes the continuous living thread running throughout any consideration of in-service training, both in a general or a particular sense.

Criteria and Guidelines Related to the Effectiveness of In-service Training

A. Structural Factors in Approaching the Evaluation of the Effectiveness of In-service Training

In the statement so far, it has been considered that there are certain prerequisites for an effective in-service training program. It must first meet certain requirements of adequacy. These include an adequate administrative structure and policy, and adequacy of both content and method of in-service training. In addition, certain other givens are assumed. The most important of these are agency support of social work values and appropriate selection of agency personnel. Within all these conditions, an in-service training program is considered to be effective to the degree it achieves its objectives.

It is understood that the concern of this evaluation is with the practice of groups of trainees and their service to clients, rather than the practice and service of individual trainees. Within this context the following are some general criteria, related to structural and administrative factors, that should be considered before specifically approaching the evaluation of the effectiveness of in-service training.

1. Evaluation of the effectiveness of in-service training is useful only when there is full cooperation and involvement of the entire agency. Since evaluation may create suspicion, an important objective is the development of an adequate working relationship among those whose work is being evaluated, the trainers, and the evaluators. (23) If evaluators are from outside the immediate operation or from outside the agency, the possibility of bias in the evaluation is decreased. However, the possibility of suspicion and resistance from staff members may be increased.

If in-service training has been accepted as inseparately related to the agency's administrative structure and policy [24], full cooperation in the evaluation of the training is more likely to be insured.

2. Evaluation of the effectiveness of in-service training should be planned at the same time that the training itself is planned, and it should be built into the overall plan. Evaluation of the evaluation process itself should also be built into the training plan. Research help related to measuring the effectiveness of in-service training should be secured. Since a prospective approach in this evaluation is more desirable than a retrospective approach, such help will be more useful if secured early in the planning of the training itself.

3. Evaluation of in-service training is a continuous process which is closely related to the educational diagnoses of the individual staff members. Trainers should have access to personnel and other records of persons to be trained so that the particular program for each person can be based on an educational diagnosis and can be related to his needs, making use of his previous education and experience, building on what he brings to the job. Evaluation of incumbent personnel is preceded by an evaluation of their training needs, also through their educational diagnoses.

B. General Approach to the Evaluation of In-service Training

The ultimate objective of training was defined earlier as the improvement of practice and service to the client. Another aim is to develop the ability of the staff member for independent practice within the agency structure in his particular classification or level. Both these objectives imply for each staff member an understanding of his job, the knowledge, skill, and attitudes necessary for independent decision-making within the usual functions of his job. In areas beyond his usual job functions, the individual will need to seek consultation.

It is logical to anticipate that improved practice and client service will be reflected both in the client and in the organization. One would look for positive changes in or for the client if diagnostically possible; in positive maintenance of his status quo if diagnostically possible; or in organizational changes that improve practice and client service. However, social work lacks a simple, useful system of case classification

tied in with specific techniques of intervention that can be successfully used by agency-trained personnel as a base to measure client change. Prediction of client potential still rests on rigorous, professional psychosocial diagnosis and evaluation. Measurements of organizational change are still rudimentary. At some future date, the relationship between in-service training and either client or organizational change may be possible to isolate directly. Therefore, for the present, the effectiveness of in-service training may best be evaluated not by global approaches, but rather by relating its measurement closely to the *intermediate* objectives of the training. The sum of all the intermediate objectives of the curriculum for a particular classification or level of staff represents the overall goal of that curriculum.

In addition, it is understood that since job descriptions are different for the various classifications and levels of staff, so the overall goals of training for each will differ. It follows that the intermediate objectives for the training of each will also differ.

C. Specific Considerations in Evaluating the Effectiveness of In-service Training

Within this general approach to the evaluation of in-service training—the attempt to relate the measurement of training to the intermediate objectives of training—certain factors are central to further considerations. They include: 1. the criteria from curriculum-planning theory and 2. the several kinds of learning referred to earlier. (25)

1. Criteria from Curriculum-Planning Theory. (26)

Two of these criteria are so intertwined that they can be discussed together.

a. The intermediate objectives for training should stem from the particular objectives for each unit of learning, each phase of training, or each section of a phase of learning.

b. Evaluation should test only the content that the trainer expected the trainee to learn in the particular unit of learning or time period concerned.

This is to say that both the intermediate objectives and the measurement of training should be reduced to small pieces of the overall curriculum and that both should reflect

the trainer's expectations of the trainee for these small pieces. A particular unit of learning might be considered as a coin; one side represents the particular objectives, the other, the evaluation of them. Thus, the more specifically and clearly the trainer can define his particular objectives for the particular unit of learning, the more easily can its measurement be approached.

c. The method of instruction used by the trainer should be examined in the light of his objectives for the particular unit of learning or time period.

Traditionally, this criterion may have been given less attention than the other two mentioned above. The trainer's concern with whatever method he has chosen should be that it reinforces his objectives for the particular unit of learning. The trainer should ask, for example, if the film combined with discussion gives more life to the particular unit of learning than the traditional lecture method. In addition, other aspects of method should be evaluated. Is the particular choice of content the most appropriate for these objectives? Is it continuously revised to meet changing needs? [27] Have the structural elements used in the curriculum been sufficiently scrutinized so that they convey vividly to the trainee what the trainer wants to teach? [28] These might include the overall outline of the course, the assignments, and the bibliography.

The trainer's concern for method should be expressed in evaluation of it at appropriate times. It may be done at regular time intervals but certainly when new content is added. The most urgent need for examination of method, however, occurs when the trainees appear not to be learning as anticipated, or at the rate anticipated, or when the method chosen is patently ineffective.

2. The Several Kinds of Learning.

Learning has been described as either primary and cognitive or attendant. In evaluating the effectiveness of in-service training, it is essential to recognize these differences. Each kind of learning raises a different kind of question for measurement. Thus the nature of the measurement will differ for each. [29]

The questions for measurement raised by the primary learnings can be tested directly, while those raised by the attendant learnings cannot be so tested with any degree of accuracy. It is possible, however, for attendant learnings to be tested as they are operationalized in the trainee's behavior.

a. PRIMARY OR COGNITIVE LEARNINGS

As previously stated, these learnings include the tangible units of knowledge and the skills necessary for providing and administering the social services at each classification and level. They are presented mainly during central training and to a lesser degree during supervised practice.

In each limited phase of training geared to primary learnings, there are goals, content, and teaching points, all of which appear in a syllabus. The content is structured by and is given its special meaning by the teaching points. They in turn support the goals. They are the bones which relate the content in a useful way to the particular job in the particular agency.

In evaluating primary learnings, the question is whether the trainees learned what was expected of them at the particular time. Did they hear, understand, remember what was said? Did they comprehend and remember what they read? Measurement of this kind of question may be approached through paper and pencil tests. These tests can be administered before and after a particular unit of content has been presented, or at several after points in time.

b. OPERATIONAL LEARNINGS

These learnings are equated with the trainees' behavior. They represent the integration of primary and attendant learnings, that is, the integration of requisite knowledge and skills with requisite attitudes and values. They are essential for all classifications and levels of staff having direct problem-solving activity with clients, social workers, and supervisors. Such learnings take place over a period of time mainly during supervised practice. For each phase or period of time concerned with such learnings, there are objectives, learning opportunities, and learning tasks which are developed and outlined in a syllabus.

Because changes in the trainees' internal processes are expected in the integration required in operational learnings, the time factor must be carefully considered and a reasonable amount of time allowed. The consideration of sufficient time applies both to the expectations of the trainer for these learnings and the testing of the intermediate objectives for them. Thus the actual testing should be repeated at intervals.

The question to be measured in operational learnings is the extent to which the integration of primary and attendant learnings has taken place. To what extent does the social worker, for example, show in his work with the client and

the community that he understands, accepts, and can act appropriately in a particular situation?

For this kind of measurement, various kinds of tests using judgments as data are possible. These may be judgments of the trainee, client, supervisor, or other experienced reader. The concern is always with the changes in trainee behavior with the client or the supervisee and his ability to give appropriate service, supervision, or administration in an appropriate manner.

Prior to measuring the trainee's actual operational learning through his work with clients or supervisees at whatever level, an intermediate question may be posed. To what extent does the trainee show understanding and acceptance in his response to a situation in which he is not directly involved? This kind of test would lend itself both to central training and to the beginning phases of supervised practice.

D. An Example in Testing the Effectiveness of In-service Training

To illustrate the general approach and the specific considerations discussed concerning the evaluation of the effectiveness of in-service training, one small piece of content will serve as an example. The concept of basic trust as a phase in the development of the individual's personality represents part of the content in an overall framework to which all social workers and their supervisors could be exposed. (30) Basic trust as a concept then may be taught both in central training and supervised practice at various levels.

The following which is excerpted from the 1950 White House Conference on Children and Youth could serve as content for this unit of learning. (31)

THE SENSE OF TRUST

The component of the healthy personality that is the first to develop is the sense of trust. The crucial time for its emergence is the first year of life. As with the other personality components to be described, the sense of trust is not something that develops independent of other manifestations of growth. It is not that the infant learns how to use his body for purposeful movement, learns to recognize people and objects around him, and also develops a sense of trust. Rather, the concept "sense of trust" is a short-cut expression intended to convey the characteristic flavor of all the child's satisfying experiences at this early age * * *

Trust can exist only in relation to something. However, a clearer

sense of trust cannot develop until the infant is old enough to be aware of objects and persons and to have some feeling that he is a separate individual. At about three months of age a baby is likely to smile if somebody comes close and talks to him. This shows that he is aware of the approach of the other person, that pleasurable sensations are aroused. If, however, the person moves too quickly or speaks too sharply the baby may look apprehensive or cry. He will not "trust" the unusual situation but will have a feeling of uneasiness, of mistrust, instead.
Experiences connected with feeding are a prime source for the development of trust. At around four months of age a hungry baby will grow quiet and show signs of pleasure at the sound of an approaching footstep, anticipating (trusting) that he will be held and fed. This repeated experience of being hungry, seeing food, receiving food, and feeling relieved and comforted assures the baby that the world is a dependable place.

Later experiences, starting at around five months of age, add another dimension to the sense of trust. Through endless repetitions of attempts to grasp for and hold objects, the baby is finally successful in controlling and adapting his movement in such a way as to reach his goal. Through these and other feats of muscular coordination the baby is gradually able to trust his own body to do his bidding.

The baby's trust-mistrust problem is symbolized in the game of peekaboo. In this game, which babies begin to like at about four months of age, an object disappears and then reappears. There is a slightly tense expression on the baby's face when the object goes away; its reappearance is greeted by wriggles and smiles. Only gradually does a baby learn that things continue to exist even though he does not see them, that there is order and stability in his universe. Peekaboo proves the point by playful repetition.

Studies of mentally ill individuals and observations of infants who have been grossly deprived of affection suggest that trust is an early-formed and important element in the healthy personality. Psychiatrists find again and again that the most serious illnesses occur in patients who have been sorely neglected or abused or otherwise deprived of consistent and appropriate love in infancy. Similarly, it is a common finding of psychological and social investigators that an individual diagnosed as a "psychopathic personality" was so unloved in infancy that he had no reason to trust the human race and, therefore, has no sense of responsibility toward his fellow men.

Observations of infants brought up in emotionally unfavorable institutions or in hospitals with inadequate facilities for psychological care support these findings. A recent report says: "Infants under six months of age who have been in an institution for some time present a well-defined picture. The outstanding features are listlessness, emaciation and pallor, relative immobility, quietness, unresponsiveness to stimuli like a smile or a coo, indifferent appetite, failure to gain weight properly despite ingestion of diets which are entirely adequate, frequent stools, poor sleep, an ap-

pearance of unhappiness, proneness to febrile episodes, absence of sucking habits." (Harry Bakwin, "Emotional Deprivation in Infants," *Journal of Pediatrics*, 35:1949.)

Another investigation of children separated from their mothers at six to twelve months and not provided with an adequate substitute comes to much the same conclusion: "The emotional tone is one of apprehension and sadness, there is withdrawal from the environment amounting to rejection of it, there is no attempt to contact a stranger and no brightening if a stranger contacts him. Activities are retarded and the child often sits or lies inert in a dazed stupor. Insomnia is common and lack of appetite universal. Weight is lost, and the child becomes prone to intercurrent infections." (John Bowlby, M.D., *Maternal Care and Mental Health*, World Health Organization, Geneva, 1951, p. 22.)* * *

It is probably unnecessary to describe the numerous ways in which stimuli from without and from within may cause an infant distress. Birth is believed by some experts to be a painful experience for the baby. Until fairly recently doctors were likely to advise that babies be fed on schedule and that little attention be paid to their cries of hunger at other times. Many infants spent many of the waking hours of the first four months doubled up with colic. All of them had to be bathed and dressed at stated times, whether they liked it or not. Add to these usual discomforts the fact that some infants are handled rather roughly by their parents, that others hear angry words and loud voices, and that a few are really mistreated, and it will not be difficult to understand why some infants may feel the world is a place that cannot be trusted.

In many primitive societies the attention accorded infants is more in line with natural processes. In such societies separation from the mother is less abrupt, in that for some time after birth the baby is kept close to the warmth and comfort of its mother's body and at its least cry the breast is produced. Throughout infancy the baby is surrounded by people who are ready to feed it, fondle it, and otherwise comfort it at a moment's notice. Moreover, these ministrations are given spontaneously, wholeheartedly, and without that element of nervous concern that may characterize the efforts of young mothers made self-conscious and insecure by our scientific age.

We must not exaggerate, however. Most infants in our society, too, find smiles and the comfort of mother's soft, warm body accompanying their intake of food, whether from breast or bottle. Coldness, wetness, pain, and boredom—for each misfortune there is prompt and comforting relief. As their own bodies come to be more dependable, there is added to the pleasures of increasing sensory response and mother control the pleasure of the mother's encouragement.

Moreover, babies are rather hardy creatures and are not to be discouraged by inexperienced mothers' mistakes. Even a mother cat has to learn, and the kittens endure gracefully her first clumsy efforts to carry them away from danger. Then, too, psychologists tell us that mothers

create a sense of trust in their children not by the particular techniques they employ but by the sensitiveness with which they respond to the children's needs and by their overall attitude, their faith in themselves and in the baby as a trust of a wider community.

For most infants, then, a sense of trust is not difficult to come by It is the most important element in the personality. It emerges at the most vulnerable period of a child's life. Yet it is the least likely to suffer harm, perhaps because both nature and culture work toward making mothers most maternal at that time. It is good that this is so, for there are inner rages and discomforts which, though they cannot be avoided, must be compensated for, if a lasting sense of trust is to ensue.

In relation to the knowledge and skills to be taught in central training, that is, the cognitive learnings, one of the goals of the trainer for this particular unit of learning could be that the trainee always sees the infant in the context of his family and social situation. Another goal could be that the trainee understand the essential nature of mothering for ego development. These goals could be supported by means of the following teaching points, among others:

1. There are differences between children who are only cared for and those who are also loved.

2. The separation of an infant from his mother may have serious consequences for the infant.

3. Social policies and services are essential so that mothers may keep their infants and secure appropriate prenatal and postnatal care.

Testing for this piece of content would be related to the trainee's comprehension and recall of the reading of this material and class discussion of it as supportive of these teaching points.

In considering this content in relation to the trainee's operational learning, the goal for a particular period of time for the supervised practice of the beginning social worker, for example, would be for him to be able to use this content appropriately at a certain level of skill with his clients. It is understood, of course, that it is not possible with supervised practice to arrange the training in the same neat sequence that one strives for in central training because of the nature of the field. There are no simple cases, simple situations, simple environments, or simple services. (32)

The learning opportunity offered for the development of this particular goal—the appropriate use of this content—could be the assignment of a case of a young mother with on out-of-wedlock child. The learning tasks could include the following: (33)

1. Observing the mother and infant.

2. Securing data regarding the infant's behavior and the mother's attitudes.

3. Evaluating the needs of the mother and infant.

4. Knowing what to support in the mother's approach to the infant based on an evaluation of her care of the infant.

5. Knowing when to consider special resources to help the mother with her child-rearing activities.

Testing for trainer expectations during this particular time period in the supervised practice of the beginning social worker would be related to the following questions: To what extent can he synthesize his understanding of the oral phase of development with the purpose of the ADC grant and his attitude toward illegitimacy in a constructive way for the client? Is the extent of the synthesis consonant with the level of performance expected of the trainee at this particular time?

Examples of possible tests for expectations of the use of this content in practice at a particular time would require judgments of an experienced reader and could include:

1. Analysis of the trainee's performance in a number of his cases with similar problems, by means of a special schedule. These judgments would best be made by an experienced reader other than the trainee's immediate supervisor.

2. A similar kind of analysis by means of a special schedule. However, the cases used for the analysis would have been pre-selected for this evaluation. They are cases on which no supervisory help was given during the period of this training, but they resemble those given supervision during the period.

3. An experimental interview with an actress as a client in a structured case test. [31] The same test is given to all trainees in the group. Experienced supervisors would judge trainee performance on basis of a schedule.

Other kinds of tests of trainee attitudes can be devised, however, which are simpler to execute and judge. These would test only the synthesis of, for example, the social worker's understanding of the oral phase with the purpose of the ADC grant and his attitude toward illegitimacy. They would not test the further synthesis of his behavior with the client. In relation to some of the basic trust content, an example is a moving picture or tape of an interview with a young mother of an illegitimate infant, shown to the group of trainees and reacted to in a structured schedule.

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[1] *Staff Development in Public Welfare Agencies*, U.S. Department of Health, Education, and Welfare, Welfare Administration, Bureau of Family Services and Children's Bureau, Washington, D.C., 1963, p. 4.

[2] Carol H. Meyer, *Staff Development in Public Welfare Agencies*, New York, Columbia University Press, 1966, p. 98.

[3] In reference to pre-service education, the following description of function and responsibilities of staff development is taken from "Definitions, Principles and Concepts to be Considered in the Development and Evaluation of a Comprehensive Staff Development Program," draft, for use at the Biennial Meeting of Staff Development Directors, Department of Health, Education, and Welfare, Washington, D.C., October 19–21, 1966. "The staff development function is carried out largely in conjunction with program and personnel administration in the agency, in establishing educational requirements, and specific requirements in knowledge and skill as qualifications for employment for each classification of personnel. Whenever possible these requirements should be standardized to assure that basic knowledge and skill required for the particular jobs are present when the person is recruited.

"The responsibilities which staff development carries directly in reference to pre-service education include: (1) Work with the educational institutions in the community to assure that they identify in their curricula the necessary educational preparation to develop a manpower pool from which personnel may be recruited for the range of tasks performed within the agency. These include vocational education, colleges, and graduate professional as well as technical educational institutions and agencies. (2) The development and administration of scholarship programs as an aspect of selective recruitment at both the graduate and undergraduate levels. (3) The development and administration of summer work experience opportunities for students interested in testing their suitability for social work as a career choice. (4) The development and administration of field experience for undergraduate students and graduate students in schools of social work."

[4] See Section I. B., General Approach to the Charge.

[5] *Utilization of Social Work Staff with Different Levels of Education for Family Services in Public Welfare and Selected Illustrative Job Specifications for Local Agency Personnel*, U.S. Department of Health, Education, and Welfare, December, 1965, p. 5.

[6] Samuel Finestone, "Some Specifics in Developing and Assessing a Staff Development Program," mimeographed, presentation at Hospital Supervisors' Institute, Wagoner, Okla., May, 1964, NASW.

[7] Eileen A. Blackey, *Group Leadership in Staff Training*, U.S. Department of Health, Education, and Welfare, Bureau of Public Assistance and Children's Bureau, Washington, D.C., 1958, p. 20.

[8] Robert K. Merton, "Role of the Intellectual in Public Bureaucracy," *Social Theory and Social Structure*, New York, Free Press, 1957, Rev. ed., p. 216.

[9] "Definitions, Principles and Concepts to be Considered in the Development and Evaluation of a Comprehensive Staff Development Program" *op. cit.*

[10] Peter M. Blau, "Orientation Toward Clients in a Public Welfare Agency," *Administrative Science Quarterly*, Vol. V, No. 3, December, 1960, p. 341.

[11] "Definitions, Principles and Concepts . . .," *op. cit.*

[12] Gordon Hamilton, *Teaching Psychiatric Social Work: Proceedings of the Institute of the American Association of Psychiatric Social Work*, at Atlantic City, May 18–22, 1955, New York, NASW, Psychiatric Social Work Section. A third group of learnings, the associative, were seen as contributions from other fields. In this statement, they are subsumed under primary learnings because if they are pertinent for social work, they should be integrated into our knowledge base.

[13] Community Research Associates, Inc., "An Inservice Training Curriculum for Public Welfare Caseworkers and Supervisors," Part I, "The Induction Course," New York, 1966, mimeographed.

[14] Ralph W. Tyler, *Basic Principles of Curriculum and Instruction: Syllabus for Education 360*, Chicago, University of Chicago Press, 1955, pp. 22–29.

[15] Carol H. Meyer, *op. cit.*, p. 182.

[16] Carol H. Meyer, *op. cit.*, p. 61.

[17] Herbert A. Simon, "Decision-Making and Administrative Organization," *Reader in Bureaucracy*, Robert K. Merton et al., eds., New York, Free Press, 1952, p. 182.

[18] Jerome S. Bruner, *Toward a Theory of Instruction*, Belknap Press, Cambridge, Mass., Harvard University Press, 1966, p. 30.

[19] *Ibid.*, p. 29.

[20] Jerome S. Bruner, *The Process of Education*, Cambridge, Mass., Harvard University Press, 1963, p. 32.

[21] Ralph W. Tyler, *op. cit.*, p. 55.

[22] Ralph W. Tyler, *ibid.*, p. 69.

[23] Jerome S. Bruner, *Toward a Theory of Instruction*, p. 165.

[24] As outlined in the section above entitled "The Agency's Administrative Structure and Policy."

[25] See p. 8.

[26] Ralph W. Tyler, *ibid.*, Ch. V.

[27] See p. 10 e.

[28] Margaret M. Heyman. "A New Design for An Old Sequence: The Revised Human Growth and Behavior Sequence at the Hunter College School of Social Work, 1966–67," *Social Work Education Reporter*, Vol. XV, No. 4, December 1967.

[29] Carol H. Weiss, "Evaluation of Staff Training Programs," *Welfare in Review*, Vol. 3, No. 3, March, 1965, pp. 14–16.

[30] Virginia L. Tannar, *Selected Social Work Concepts for Public Welfare Workers*, U.S. Department of Health, Education, and Welfare, Welfare Administration, Bureau of Family Services, Washington, D.C., 1965, pp. 33–34.

[31] *Personality in the Making: The Factfinding Report of the Midcentury White House Conference on Children and Youth*. Edited by Helen Leland Witmer and Ruth Kotinsky, New York, Harper and Bros., 1952, pp. 8–17.

[32] Bernece Simon, "Design of Learning Experiences in Field Instruction," *Social Service Review*, December, 1966, p. 402.

[33] Tannar, *op. cit.*, pp. 40–41.

[34] Edwin J. Thomas and Donna L. McLeod, *The Effectiveness of In-service Training and of Reduced Workloads in Aid to Dependent Children—A Report of an Experiment Conducted in Michigan*, School of Social Work, University of Michigan, August, 1957.

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